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**Proposed programme budget for the biennium 2006-2007**

# Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

## United Nations Mission in Nepal

## Report of the Advisory Committee on Administrative and Budgetary Questions

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|---|---|
| Resource requirements proposed by the Secretary-General for 2007[a] | $91 523 300 |
| Recommendation of the Advisory Committee | $88 822 000 |

[a] Includes a commitment authority of $9,363,600 approved by the Advisory Committee to meet the interim activities related to the peace process.

## I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council containing the proposed resource requirements for the United Nations Mission in Nepal (UNMIN) for the period from 1 January to 31 December 2007 (A/61/525/Add.7), in advance form. During its consideration of the report, the Advisory Committee met with the Special Representative of the Secretary-General and other representatives of the Secretary-General, who provided additional information and clarifications.

2. The Advisory Committee recalls that the General Assembly, in section VII of its resolution 61/252, approved a charge of $326,500,000 for the budgets of 27 special political missions included in the Secretary-General's report for 2007 (A/61/525 and Add. 1-5). Information provided to the Committee, upon request, on the expenditure status for special political missions for the biennium 2006-2007 is provided in annex I to its report (A/61/640/Add.1). The Committee also recalls that, in its related report

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(A/61/640, para. 4), it indicated the Secretary-General's intention to submit, at a later date, the requirements of the International Advisory and Monitoring Board, as well as the anticipated establishment of a United Nations Integrated Office in Burundi (BINUB), as follow-up to the United Nations Operation in Burundi (ONUB), and of a special political mission in Nepal. The proposed requirements for BINUB and for the United Nations Representative to the International Advisory and Monitoring Board are contained in the report of the Secretary-General (A/61/525/Add.6). The related observations and recommendations of the Advisory Committee are contained in its report (A/61/640/Add.1).

3. The Advisory Committee also recalls that the Security Council, in its presidential statement of 1 December 2006 (S/PRST/2006/49), welcomed the signing on 21 November of the Comprehensive Peace Agreement by the Government of Nepal and the Communist Party of Nepal (Maoist) and noted the request of the parties for United Nations assistance in implementing key aspects of the Agreement, as contained in the annex to the Secretary-General's letter (S/2006/920). In addition, the Council expressed its support for the Secretary-General's intention to send a technical assistance mission to Nepal, with a view to proposing, following close consultations with the parties, a fully developed concept of United Nations operations, including a United Nations political mission to deliver the assistance requested, and to dispatch an advance deployment of essential personnel of up to 35 monitors and 25 electoral personnel.

4. Pursuant to the provisions of paragraph 3 of General Assembly resolution 60/249, the Secretary-General sought commitment authority from the Advisory Committee to meet the interim activities related to the peace process in Nepal. In a letter dated 20 December 2006, the Advisory Committee authorized the Secretary-General to enter into commitments in an amount not to exceed $9,363,600 net ($9,628,100 gross), noting that should the Security Council decide to approve any formal proposal the Secretary-General would make upon completion of the assessment, the required resources would be submitted to the Assembly for its consideration at its resumed sixty-first session. The Secretary-General presented his recommendations on the future role of the United Nations in support of Nepal's peace process in a report to the Security Council (S/2007/7).

# II. Proposed budget for the United Nations Mission in Nepal

## A. Mandate and planned results

5. UNMIN was established by the Security Council in its resolution 1740 (2007), under the leadership of a Special Representative of the Secretary-General and on the basis of the recommendations of the Secretary-General (see S/2007/7), with the following mandate:

(a) To monitor the management of arms and armed personnel of both sides, in line with the provisions of the comprehensive Peace Agreement;

(b) To assist the parties through a Joint Monitoring Coordinating Committee in implementing their agreement on the management of arms and armed personnel of both sides, as provided for in that agreement;

(c) To assist in the monitoring of the ceasefire agreements;

(d) To provide technical support for the planning, preparation and conduct of the election of a Constituent Assembly in a free and fair atmosphere, in consultation with the parties;

(e) To provide a small team of electoral monitors to review all technical aspects of the electoral process and report on the conduct of the election.

6. In paragraph 2 of its resolution 1740 (2007), the Security Council further decided that the mandate of UNMIN, in view of the particular circumstances, would be for a period of 12 months from the date of the resolution and expressed its intention to terminate or further extend the mandate upon request of the Government of Nepal, taking into consideration the Secretary-General's expectation that UNMIN would be a mission of limited duration focused on delivering the assistance requested by Nepal in the transition leading to the election of the Constituent Assembly.

7. The Secretary-General provided his overview of the structure of the Mission in section VI of his report (S/2007/7, paras. 47-59). The Mission operates under the leadership of a Special Representative of the Secretary-General who serves as head of Mission and coordinates all activities of the United Nations system in Nepal for support to the peace process. The representative of the United Nations High Commissioner for Human Rights and the Resident and Humanitarian Coordinator participate in his senior management team to ensure coordination of activities in support of the peace process.

8. The Advisory Committee notes that, under the Comprehensive Peace Agreement, the election for the Constituent Assembly is to be held by mid-June 2007. As indicated in paragraph 4 of the budget document (A/61/525/Add.7), "the timelines envisaged for the election of the Constituent Assembly and consequently the deployment of UNMIN are extremely tight" and the United Nations is making the utmost effort to respond to the timelines in an expeditious manner. Paragraphs 5 and 6 of the budget report provide a short summary of what has been achieved to date as well as challenges faced. The Committee was further informed of the importance of holding the elections before mid-June; the next practical date would be in November, after the monsoon season.

9. **The Advisory Committee is of the opinion that the structure proposed for UNMIN and the resources allocated among the different components seem, in many cases, driven by the application of a template instead of an analysis of the specific needs of the Mission. The fact that UNMIN is considered a focused Mission of limited duration, as pointed out in paragraph 6 above, should have had some impact on the structure and related resources proposed. The Committee cautions against the application of one-size-fits-all models to different field missions. In addition, the staffing resources proposed for several different components (electoral assistance, civil affairs, gender affairs, child protection), particularly in connection with the five regional offices, seem to be standardized without regard to the specific difficulties, complexities, differences or needs (see A/61/525/Add.7, annex C). The Committee considers that more attention should be paid to ensuring consistency with and adherence to all relevant Security Council and General Assembly mandates.**

## B. Resource requirements

10. The resource requirements proposed for UNMIN from 1 January to 31 December 2007 are estimated at $95,632,600 gross ($91,523,300 net). They include the commitment authority of $9,628,100 gross ($9,363,600 net) granted by the Advisory Committee on 20 December 2006 to meet the interim activities related to the peace process (see para. 4 above). The resources proposed provide for the costs of military and police personnel ($5,304,700), including requirements related to 155 military arms monitors and 7 police advisers; civilian personnel costs ($25,575,700) relating to a staffing component of 927 civilian staff (280 international, 389 national and 258 United Nations Volunteers positions) and operational costs ($60,642,900).

### 1. Civilian personnel

11. The staffing costs of $25,575,700 proposed for 2007 include the salaries, common staff costs and allowances relating to a total of 927 civilian personnel, comprising 280 international staff (183 Professional and 97 Field Service positions), 389 national staff (49 National Officers and 340 General Service (Local level) positions) and 258 United Nations Volunteers (58 National and 200 International United Nations Volunteers). The cost estimates in the Secretary-General's report (A/61/525/Add.7) take into account a phased deployment, with full deployment anticipated by 30 June 2007 for international staff and by 30 May 2007 for national staff. The provision for United Nations Volunteers takes into account a six-month planned engagement from 1 February to 30 July 2007 in support of the upcoming elections. A delayed deployment factor of 20 per cent has been taken into account for international staff and national staff, and of 10 per cent for United Nations Volunteers.

**Recommendations on posts**

12. Section IV of the Secretary-General's report (A/61/525/Add.7) provides information on the staffing requirements proposed by component; an organization chart reflecting the different units and positions is also included in the annex to the report.

*Office of the Special Representative of the Secretary-General*

13. Information on the staffing requirements for the Office of the Special Representative of the Secretary-General is provided in paragraphs 14-24 of the Secretary-General's report (A/61/525/Add.7). The Advisory Committee notes that among the positions proposed are a Senior Coordination Officer (P-5) and a Coordination Officer (P-3) to provide advice on the coordination of UNMIN activities with those of United Nations agencies, funds and programmes (ibid., para. 19). **As the Chief of Staff interacts and coordinates with all components of the Mission as well as the United Nations country team, the Advisory Committee is not convinced that the Senior Coordination Officer position (P-5) in the Office of the Special Representative is justified and recommends against its approval. The Committee does, however, recommend acceptance of the Coordination Officer position (P-3) to support the Chief of Staff in this regard.**

14. Two HIV/AIDS Adviser positions (1 P-4 and 1 United Nations Volunteer) are proposed for planning and developing a prevention programme for Mission personnel (ibid., para. 22). **As mechanisms and material for these types of programmes are available and provided by Headquarters, the Advisory Committee is not convinced that the HIV/AIDS Adviser position (P-4) is justified and recommends against its approval. The Committee considers that the United Nations Volunteer position should be adequate to provide for the functions of HIV/AIDS Adviser.**

*Arms Monitoring Office*

15. Paragraphs 25-27 of the Secretary-General's report provide information on the Arms Monitoring Office. The Advisory Committee notes that a total of 186 arms monitors will be deployed throughout the Mission area. Of this total, 155 will perform duties under expert on mission arrangements, their related requirements amounting to $5,067,100, covering mission subsistence allowance, emplacement and repatriation travel (ibid., para. 117). The remaining arms monitors are under contractual arrangements for civilian personnel and include the Chief Arms Monitor (D-1) and 30 Arms Monitors (P-3) (ibid., para. 27). The staffing of the Office also includes a Senior Planning Adviser (P-5) position and 38 Language Assistant positions (Local level).

*Office of the Deputy Special Representative*

16. The resources proposed for the Office of the Deputy Special Representative are described in paragraphs 35-40 of the Secretary-General's report. The Advisory Committee notes, however, that the 38 positions indicated therein include staffing resources related to the five regional offices to be established in Kathmandu, Nepalgunj, Biratnagar, Pokhara and Dhangadi. In this connection, each office is proposed to be headed by a Regional Officer (P-5), who will coordinate the work of the various Mission components (arms monitors, civil affairs officers, child protection officers and public information personnel), supported by an Administrative Assistant (Field Service) and five Language Assistants (Local level) per regional office. The Committee was informed that the language assistants provided support to all elements in the regional offices, in particular the electoral staff and arms monitors, where five or more major languages were quite common.

*Electoral Assistance Office and Electoral Monitoring Unit*

17. The Advisory Committee notes that the Electoral Assistance Office will provide countrywide technical support and advice to the Election Commission of Nepal, as described in paragraphs 41-58 of the Secretary-General's report. A total of 249 positions are proposed for the Electoral Assistance Office (27 international, 55 national and 167 United Nations Volunteers, of which 43 are national United Nations Volunteers). The Committee notes that the staff positions proposed for the Electoral Assistance Office include resources for five regional assistance teams, each to be integrated by a Regional Electoral Officer (P-4), an Electoral Officer (Regional Training) (P-3) and an Electoral Officer (Regional Voter Education (P-3)), as well as for district assistance teams to be deployed according to certain criteria, as indicated in paragraphs 57-58. **The Advisory Committee is aware of the importance of these functions, as mandated by the Security Council in paragraph 1 (d) of its resolution 1740 (2007) (see para. 5 (d) above). Assessment**

**of these requirements would have been facilitated by information regarding relevant capacities of the Nepalese authorities as well as other partners.**

18. Three positions are proposed for an Electoral Monitoring Unit (1 P-4, 1 Field Service and 1 Local-level position) to carry out the functions described in paragraphs 59-60 of the report. The Advisory Committee notes that the Security Council, in paragraph 1 (e) of its resolution 1740 (2007), decided to provide a small team of electoral monitors to review all technical aspects of the process and report on the conduct of the election (see paragraph 5 (e) above). As indicated in the budget document, the Secretary-General will appoint a team of senior election experts which will submit its reports directly to the Secretary-General, through the Under-Secretary-General for Political Affairs; the positions and functions described therein relate to the secretariat of the team, which will be based in Kathmandu.

*Political Affairs Office*

19. The functions and composition of the Political Affairs Office are provided in paragraphs 61-69 of the Secretary-General's report. **The Advisory Committee is not convinced of the need for the Political Affairs Officer (P-4) position proposed to synthesize and integrate reports and information issued by the country teams, donors, embassies and local non-governmental organizations and does not recommend its approval** (ibid., para. 63). **The Committee believes that the capacity of the Office would be adequate to meet these requirements, if need be.**

*Civil Affairs Office*

20. The Secretary-General indicates, in paragraph 70 of the budget document, that the Civil Affairs Office will be responsible for managing the Mission's assistance on the non-military ceasefire monitoring functions and the maintenance of democratic space and governance at the local level and for ensuring coordination with the monitoring performed by the Office of the United Nations High Commissioner for Human Rights and other United Nations agencies, funds and programmes. Upon enquiry, the Advisory Committee was informed that the civil affairs component would implement the UNMIN mandate as contained in paragraph 1 (c) of Security Council resolution 1740 (2007), "to assist in the monitoring of the ceasefire arrangements", by providing support to the work of the future national independent monitoring mechanism, as well as to local structures and mechanisms that may be established within the framework of the peace process.

21. The Office, headed by a D-1 position, will comprise a headquarters team, for which 17 other positions are proposed (1 P-5, 3 P-4, 1 P-3, 1 P-2, 7 National Officers, 2 United Nations Volunteers, 1 Field Service, 1 Local level) (ibid., paras. 70-79); 55 other positions for Civil Affairs Officers are proposed to be deployed to the five regions to monitor and evaluate the progress in the re-establishment of effective local governance structures, absent below district level owing to the conflict in recent years. The Advisory Committee notes that each of the five regional components is proposed to be headed by a Regional Head of Civil Affairs (P-4), each supported by two Monitoring and Outreach Team Leaders (P-3), two Associate Civil Affairs Officers (P-2), five Regional Civil Affairs Officers (3 United Nations Volunteers and 2 National Officers) and one Administrative Assistant (Local level) (ibid., para. 80).

22. **Upon enquiry, the Advisory Committee was informed that the national monitoring mechanism was yet to be established. Furthermore, in view of the overlapping functions of the two P-4 positions proposed for a Monitoring Coordinator and for an Outreach Coordinator at Headquarters (ibid., paras. 73-75), the Committee recommends acceptance of only one of the two P-4 positions proposed to carry out the functions.**

23. **With regard to the regional component (see para. 21 above), in light of the fact that local structures and mechanisms are not yet established and the presence in Nepal of other United Nations actors that can contribute to these functions, the Advisory Committee recommends approval of one of the two Monitoring and Outreach Team Leaders (P-3) and of one of the two Associate Civil Affairs Officers (P-2) positions proposed for each regional component (a reduction of 5 P-3 and 5 P-2 positions). The requirements for these functions should be revisited in the light of the establishment of the monitoring mechanism.**

*Gender Affairs and Child Protection Sections*

24. Thirteen positions are proposed for the Gender Affairs Section to carry out the functions described in paragraphs 81-84 of the report (1 P-5, 1 P-3, 5 National Officers, 1 Local level, 5 United Nations Volunteers). The same number of positions, at similar grade levels, is also proposed for the Child Protection Section, to carry out the functions described in paragraphs 85-88 of the report. **In view of the available capacity within the region and support from the United Nations country team, the Advisory Committee recommends against the approval of the Gender Affairs Officer position (P-3) proposed for the Gender Affairs Section, as well as the Child Protection Officer (P-3) position in the Child Protection Section.**

*Division of Administration*

25. The Division of Administration comprises the Office of the Chief Administrative Officer, Administrative Services, Technical (Integrated Support) Services as well as the Safety and Security Section. The staffing requirements, including 399 positions, are shown in the table above paragraph 90 and in annex B to the budget report. The related positions and functions are described in paragraphs 92-116.

26. A total of 77 positions (31 international, 34 national and 12 United Nations Volunteers) are requested for Administrative Services, which provides services in support of the different components of the Mission related to human resources planning and management, financial services, general services, procurement, medical services and United Nations Volunteers' support. The Advisory Committee notes that the Personnel Section is proposed to be headed by a Civilian Personnel Officer (P-4) and would comprise 3 Human Resources Officers (P-3) assisted by 18 Human Resources Assistants (10 Field Service, 8 Local level) in the operational discharge of functions of the Section (ibid., para. 96). **The Advisory Committee considers that the Personnel Section is large in relation to the size of the Mission and recommends acceptance of 5 of the 10 Field Service positions proposed.**

27. The Procurement Section is proposed to be staffed by a Chief Procurement Officer (P-4), five Procurement Officers (1 P-3, 3 Field Service, 1 National Officer) and six Procurement Assistants (Local level) (ibid., para. 100). **The Advisory Committee is not convinced of the need for this full complement and recommends acceptance of two Field Service positions of the three proposed for the Procurement Section.**

### 3. Operational costs

28. The proposed requirements for operational costs for UNMIN for 2007 are estimated at $60,642,900. The Advisory Committee notes that this includes resources of $27,107,500 for non-recurrent requirements related to the acquisition of communications equipment ($9,456,500), facilities and infrastructure ($5,609,600), ground transportation ($5,443,000) and information technology ($5,756,400) (ibid., table 3).

29. Resources amounting to $657,700 are proposed under general temporary assistance. Of this total, an amount of $557,700 is requested for 10 months of assistance for two positions (1 P-4 and 1 P-3) in the Department of Political Affairs, to provide substantive and operational support on political and electoral assistance issues, as well as three positions (2 P-3, 1 GS (OL)) in the Department of Peacekeeping Operations, to provide operational support for the financial management and recruitment of personnel related to UNMIN. The Advisory Committee requested information as to the expenditure data under the regular budget for the biennium 2006-2007 for the Department of Political Affairs and the Department of Peacekeeping Operations, which is contained in the annex to the present report. **The Committee recommends that the proposed requirements of $260,500 and $297,200 for the Department of Political Affairs and the Department of Peacekeeping Operations, respectively, be met from the appropriation for the programme budget for 2006-2007 and reflected, if necessary, in the second performance report for the biennium 2006-2007.**

## III. Recommendation of the Advisory Committee

30. **Taking into account its recommendations in the paragraphs above, the Advisory Committee recommends that the General Assembly approve a budget for UNMIN amounting to $88,822,000 net ($92,547,100 gross). The Committee further recommends that the General Assembly appropriate, under the provisions of General Assembly resolution 41/213, an amount of $88,822,000 under section 3, Political Affairs, and of $3,725,100 under section 35, Staff assessment, to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget for 2006-2007.**

# Annex

## Expenditure status of the Department of Political Affairs and the Department of Peacekeeping Operations as of 31 December 2006 under the regular budget for the biennium 2006-2007

### A. Department of Political Affairs

(Thousands of United States dollars)

| *Object of expenditure* | *2006-2007 allotment* | *Obligations* | *Disbursements* | *Expenditures* | *Balance* |
|---|---|---|---|---|---|
| Posts | 59 914.6 | 143.4 | 27 549.2 | 27 692.6 | 27 222.0 |
| General temporary assistance | 736.5 | — | 124.8 | 124.8 | 611.7 |
| Other staff costs | 414.2 | 13.5 | 235.2 | 248.7 | 165.5 |
| Hospitality | 79.5 | 21.4 | 25.0 | 46.4 | 33.1 |
| Travel | 2 765.6 | 422.0 | 1 197.3 | 1 619.3 | 1 146.3 |
| Other expenditures | 3 513.7 | 260.1 | 1 329.0 | 1 589.1 | 1 924.6 |
| **Total** | **62 424.1** | **860.4** | **30 460.5** | **31 320.9** | **31 103.2** |

### B. Department of Peacekeeping Operations

(Thousands of United States dollars)

| *Object of expenditure* | *2006-2007 allotment* | *Obligations* | *Disbursements* | *Expenditures* | *Balance* |
|---|---|---|---|---|---|
| Posts | 17 081.9 | — | 8 031.7 | 8 031.7 | 9 050.3 |
| General temporary assistance | 206.3 | — | 30.3 | 30.3 | 176.0 |
| Other staff costs | 113.9 | — | 46.8 | 46.8 | 67.1 |
| Hospitality | 6.3 | — | 0.2 | 0.2 | 6.1 |
| Travel | 237.6 | 8.9 | 40.8 | 49.7 | 187.9 |
| Other expenditures | 862.4 | 14.1 | 345.8 | 359.9 | 502.5 |
| **Total** | **18 508.4** | **23.0** | **8 495.5** | **8 518.5** | **9 989.9** |